Statement of Common Ground between East Hampshire District Council and Havant Borough Council

November 2026

1. Introduction

1.1. This Statement of Common Ground (SoCG) is a jointly agreed statement between East Hampshire District Council (EHDC) and Havant Borough Council (HBC). It sets out the position and understanding with respect to key cross boundary strategic issues between the two authorities. It is not binding on either party but sets out a clear and positive direction to inform ongoing strategy and plan making. It should be noted that this is a bilateral agreement between these two authorities only.

1.2. HBC intends to submit its emerging Local Plan as a legacy plan[1] which will be examined under the 2024 National Planning Policy Framework (NPPF). EHDC had been progressing a legacy plan along a similar timetable to Havant Borough, but as of May 2026[2], decided to realign the Local Plan timetable and prepare a Local Plan under the new plan making system. East Hampshire District Council responded to Havant Borough's Regulation 19 Local Plan consultation which raised a number of matters but did not challenge the soundness or legal compliance of the Building a Better Future Plan.

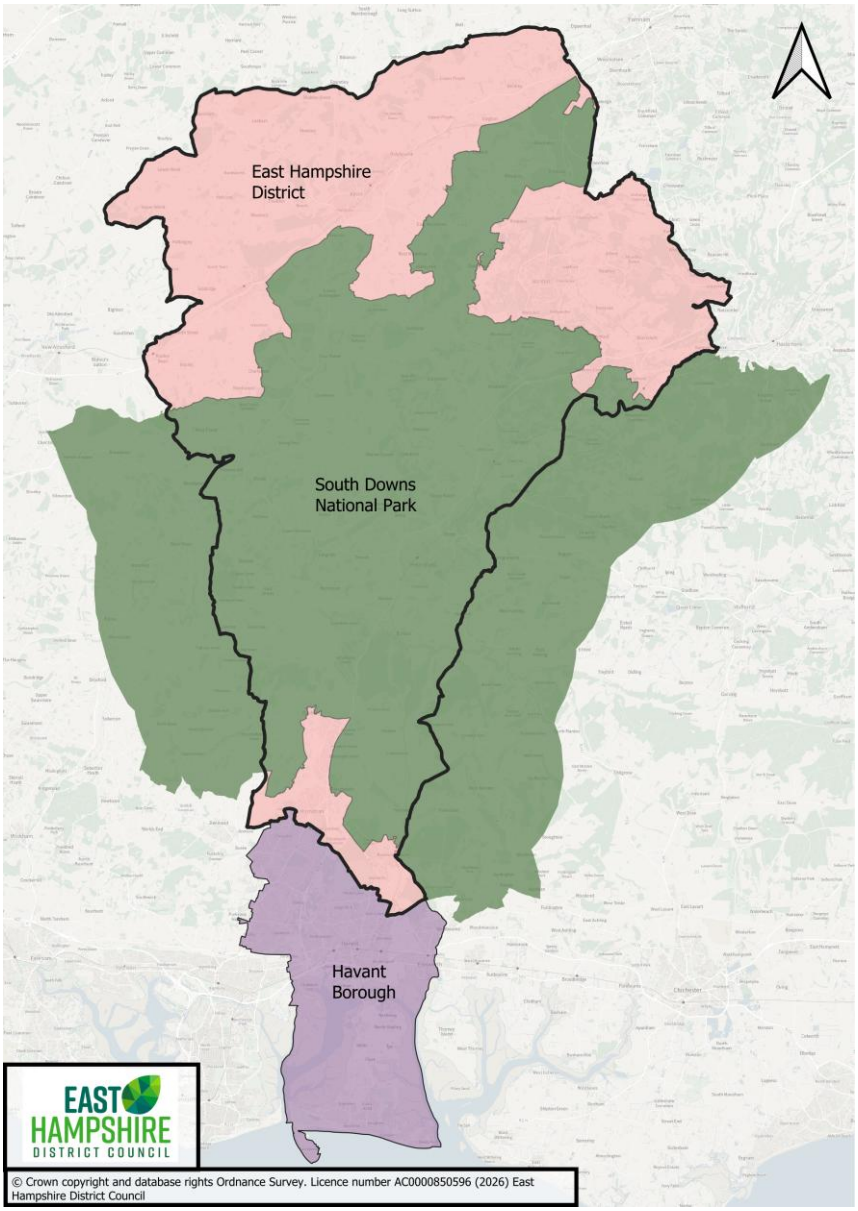
1.3. On the 25 March 2026, new provisions from the Levelling Up and Regeneration Act came into force. These regulations provide for the transition to the 'new style' plan making system, whilst importantly saving the relevant Town and Country Planning (Local Planning) (England) Regulations 2012 enabling development plans, such as the Building a Better Future Plan to progress to adoption under transitional arrangements.

1.4. Significantly however, the regulations do not 'save' the Duty to Co-operate in relation to planning of sustainable development, set out in Section 33A of the Planning and Compulsory Purchase Act 2004. Although the legislative requirements have removed the Duty to Cooperate as a legal compliance requirement, paragraph 24 of the 2024 NPPF requires local planning authorities to continue to cooperate with each other on strategic matters.

1.5. This SCG has been prepared in parallel with HBC's Publication Building a Better Future Plan under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012) and EHDC's preparation to start plan making on the new planning system. EHDC and HBC agree on the importance of continuing to work on strategic cross boundary issues in line with national policy.

[1] To be examined under the 2024 National Planning Policy Framework (NPPF)
[2] Item 13 Local Plan Update. Available at: https://easthants.moderngov.co.uk/ieListDocuments.aspx?CId=126&MId=4503

2. Strategic Geography



2.1. The district of East Hampshire covers approximately 514 square kilometres of the eastern part of the county of Hampshire. There are roughly 120,000 people living in the district, part (57%) of which benefits from being in the South Downs National Park. The district is mostly rural with the largest towns being Petersfield (in the South Downs National Park) and Alton. The A3 running through the district provides good access to Guildford and on to London, and Havant to the south. There are also good connections to Winchester and Farnham via the A31.

2.2. The Borough of Havant is located on the coastal plain between the South Downs and the Solent. The authority area comprises approximately 55 square kilometres with a population of 132,006. The borough is made up of five sub areas namely Emsworth, Havant, Hayling Island, Leigh Park and Waterlooville.

2.3. The Southern boundary of East Hampshire District adjoins Havant Borough. The boundary cuts across a built-up area, dissecting streets in the Cowplain, Lovedean and Waterlooville area. The southern parishes of Horndean, Clanfield and Rowlands Castle fall within the Portsmouth Housing Market Area (HMA). Both administrative areas are within Hampshire County.

2.4. Havant Borough is heavily built-up, with only limited land outside of the existing urban area remaining available for development. Much of that remaining land is subject to a range of constraints including international and national nature conservation designations, Chichester Harbour national landscape and significant areas at risk of flooding.

2.5. East Hampshire is a predominantly rural district, consisting of countryside land surrounding villages and settlements. Areas are constrained by environmental and heritage considerations such as Special Protections Areas, Special Areas of Conservation, Sites of Special Scientific Interest, Scheduled Ancient Monuments, Ancient Natural Woodland, Registered Parks and Gardens and areas of medium and high Flood Risk.

2.6. The planning area of East Hampshire is split into three distinct areas, separated by the South Downs National Park. For plan making in East Hampshire, the distinct areas are referred to as the North, the North-East and the South. The areas are shown in green on the map below.

2.7. Havant Borough Council has a signed Statement of Common Ground with the South Downs National Park Authority (SDNPA) dated May/June 2026. An updated Statement of Common Ground to reflect the SDNPA's Regulation 19 representations on the Regulation 19 Local Plan is at an advanced stage and will accompany the Plan for submission.

OUR PLANNING AREAS

EAST HAMPSHIRE LOCAL PLAN

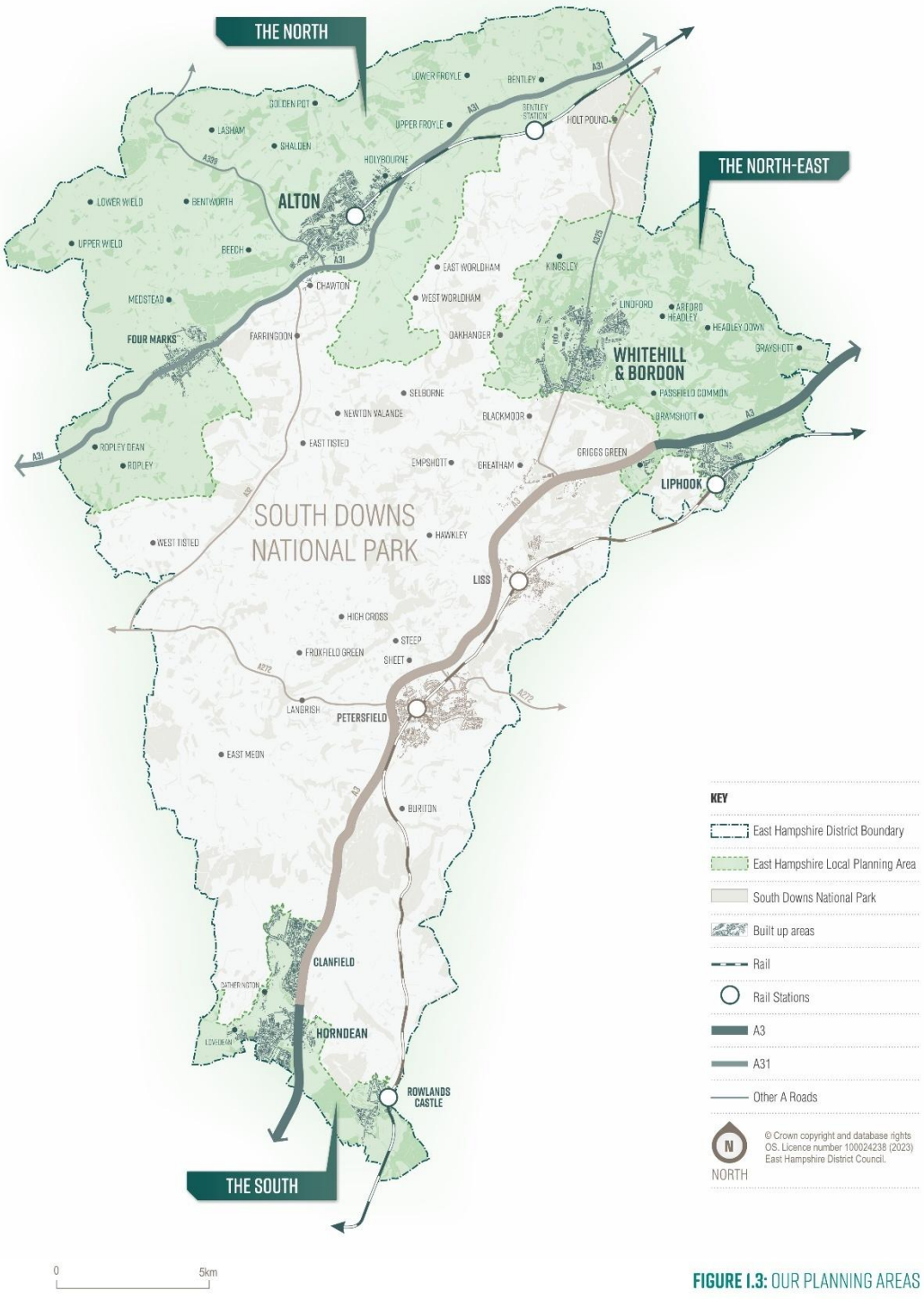


FIGURE I.3: OUR PLANNING AREAS

Partnership for South Hampshire

2.8. East Hampshire District and Havant Borough are signatories of the 2023 Partnership for South Hampshire (PfSH) Spatial Position Statement[3]. It is a partnership of district and unitary authorities, together with Hampshire County Council and the New Forest National Park Authority, working together to support the sustainable growth of the South Hampshire sub-region. East Hampshire District Council withdrew from the PfSH partnership in 2025[4]. A map of the PfSH area is set out in figure 2.



Figure 2: Map of the Partnership for South Hampshire sub-region

2.9. PfSH approved a Spatial Position Statement in December 2023. It sets out strategic principles to guide development. It also sets out the balance between the need and supply of new dwellings across the sub region, identifying a shortfall in supply still to be planned for of 11,771 dwellings to 2036. It recognises that some authorities are at an early stage in plan preparation, and that as part of this plan making work additional sites will be identified to meet unmet needs. The Statement sets out a two stage process to addressing needs, first identifying the authorities which should be able to meet or exceed their needs, and second by identifying broad areas of search for growth to be considered further through local plans.

[3] https://www.push.gov.uk/work/planning-and-infrastructure/push-position-statement/
[4] https://www.push.gov.uk/wp-content/uploads/2025/07/Minutes-of-PfSH-Joint-Committee-14-July-2025.pdf

2.10. Since this Statement was approved, the Government's standard method for calculating housing need has changed from a population based to a housing stock based algorithm, and the affordability ratio has also changed. As a result the housing need figures for the PfSH area as a whole have increased.

2.11. The Planning and Infrastructure Act 2025 reintroduces statutory strategic planning and requires the preparation of a Spatial Development Strategy by the Hampshire and the Solent Combined Country Authority (HSCCA). Mayoral Combined Authority for Hampshire and the Solent. A key output of this work will be meeting housing need. In light of this, PfSH do not intend to update the Spatial Position Statement. However, in the meantime PfSH continue to discuss the latest position to inform the preparation of each authority's local plan in accordance with the 'duty to co-operate'. This is supplemented by the preparation of Statements of Common Ground between individual authorities such as this.

3. Key Strategic Matters

3.1. This section sets out where agreement has been reached on key strategic matters, or where further work to reach common ground is required. This builds on the identification of cross boundary strategic matters in the East Hampshire Duty to Co-operate Framework 2025.

Housing

3.2. The table below sets out the housing land supply position for Havant as of October 2026.

LPA	Plan period		Housing need according to the standard method	Housing supply	Unmet need
Havant Borough Council	**2022-2043 (21 years)**	**Total**	**15,822 (2025-2043 18 years)**	**5,908[5]**	**-9,914**
		Dwellings per annum	***879***	***337***	***-550***

3.3. HBC concluded its regulation 19 Local Plan on 9 September 2026, and aiming for submission in November 2026.

3.4. The Publication Building a Better Future Plan makes provision for at least 7,087 new dwellings for the plan period (2022 to 2043), averaging 337 dwellings per annum. However, as of 1 April 2025, there remains a supply of 5,908 new dwellings[6] remaining to be delivered by the Plan (excluding completions which took place 2022/23 to 2024/25)[7]. It is acknowledged that the supply position differs from Policy 6: Amount of Housing in the Publication Building a Better Future Plan which covers the period 2022-2043. This reflects the re-basing of the start of the plan period to 2022, and the monitoring data which has a base date of 1 April 2025. On this basis, the total housing need figure for the Plan is 15,822 dwellings.

3.5. The Council considers that it is appropriate to use a shorter period for housing need (2025-2043), compared to the plan period (2022-2043) because the standard method is a forward-looking assessment of housing need. It includes an affordability adjustment to take account of past under-delivery, and the PPG does not expect the standard method to be retrospectively applied to the earlier years of

[5] This has been calculated by taking the total supply of 7,087 dwellings for the plan period and subtracting 1,179 completions which took place during 2022/23 to 2024/25, which is equal to 5,908 dwellings.

[6]

[7] Table 5 of the Publication Plan noes that completions totalled 1,179 dwellings during 2022/22 to 2024/25

the plan period. Applying the standard method across the plan period (2022-2043) would result in a need figure of 18,459 dwellings (879dpa x 21 years). In this scenario, the housing need and supply would imply an unmet need position of 11,379 dwellings; based on subtracting the housing supply of 7,087 dwellings from a housing need figure of 18,459 dwellings (879dpa x 21 years across the plan period).

3.6. Based on a housing need figure of 15,822 dwellings for the period 2025-2043, there is an unmet need arising from Havant Borough of 9,914 homes based on a plan period of 2022/23-2042/43. This reduces to 9,569 dwellings when taking the unmet need allowance of 345 dwellings from the Winchester District Local Plan 2020-2040 into account. This will be set out within a forthcoming Housing Supply Topic Paper.

3.7. Given the scale of unmet housing need that exists, in addition to engaging with its neighbouring authorities, the Borough has also engaged with other authorities in the Hampshire and the Solent devolution area. The Council's Statement of Cooperation[8] documents this and shows that it has not been practicable to secure any further commitments towards unmet housing need at this time.

East Hampshire District Council's Position

3.8. As set out above, in May 2026, the Council resolved to move from the 'legacy' planning system to the 'new' planning system and to begin strategic preparation for future plan-making. The Local Plan next steps were agreed by Cabinet on 12 November 2026, and the notice to commence plan making and Local Plan timetable published on 20 November 2026, with a view to passing through Gateway 1 by the end of April 2027.

3.9. The Council remains concerned about the significant level of unmet housing need that will arise through the progression of the Havant Local Plan. This concern has been consistently raised throughout the plan preparation process, alongside requests from Havant Borough Council for East Hampshire District Council (EHDC) to assist in accommodating this unmet need. EHDC has, throughout, been clear that it is not in a position to accommodate the full extent of that unmet need.

3.10. However, the Council recognises that this position is largely a consequence of the substantial increase in housing requirements introduced by the Government in 2024, rather than any failure by Havant Borough Council to identify and allocate appropriate development sites. EHDC acknowledges that Havant Borough Council has sought to maximise housing delivery within the constraints of its administrative area.

Agreed Position

3.11. HBC's position on housing need and supply is noted.

[8] https://www.havant.gov.uk/media/11096/download?inline

3.12. HBC is unable to meet housing need established through the standard method, resulting in a substantial amount of unmet need. It is agreed that HBC has sought to maximise housing delivery within the constraints of its administrative area.

3.13. It is acknowledged that EHDC is in the early stages of preparing a Local Plan under the new plan making system. It is currently unknown whether EHDC will be able to meet its own disaggregated housing needs, or the extent to which it can meet unmet needs from elsewhere through its Local Plan at this time. It is also noted that it is envisaged that any surplus of housing capacity identified as part of East Hampshire's Local Plan will be prioritised for the unmet need arising from the South Downs National Park.

3.14. EHDC and HBC will continue to work collaboratively together with neighbouring authorities to address cross boundary planning matters, including housing need.

Gypsy, Traveller and Travelling Showpeople need

East Hampshire District Council

3.15. East Hampshire's Gypsy and Traveller Accommodation Assessment (GTAA, 2024) identifies the need for Traveller and Travelling Showpeople accommodation in East Hampshire. The outcomes of the GTAA 2024 have been split to identify figures for the areas of East Hampshire that are in the South Downs National Park (SDNP), and the area that is outside of the SDNP.

3.16. EHDC has previously formally requested assistance from HBC and all neighbouring councils with meeting unmet traveller accommodation needs in August 2023 and July 2025 respectively. The latter included a specific request to include the provision of traveller plots on some of the larger housing allocation sites in Havant Borough.

3.17. At the time, no assistance was received from HBC or other authorities.

3.18. EHDC will relook at evidence and potential sites for Traveller accommodation as it starts the Local Plan on the new planning system. It will also carry out further call for sites for Traveller accommodation and continue to work closely with neighbouring authorities if there is an unmet need.

Havant Borough Council

3.19. Havant Borough's 2024 Gypsy and Traveller Accommodation Assessment (GTAA) and 2026 Addendum conclude that there is no identified unmet need for gypsy and traveller pitches or travelling showpeople plots within Havant Borough. Though the 2017 joint GTAA did identify that Havant Borough had a need to provide 1 pitch, this need has now been met through a permission for 2 pitches at a site in Long Copse Lane in northern Emsworth. Policy 43: Gypsies, Travellers and Travelling Showpeople in the Publication Local Plan proposes to safeguard this site for current need.

3.20. HBC acknowledges the high need for gypsy and traveller accommodation, and particularly the unmet need for traveller plots arising from EHDC. However, the Borough has constraints and limited land availability which inhibits its ability to meet general housing need. It also does not have any proposed sites to meet gypsy, and traveller needs aside from the above safeguarded site. HBC could explore whether any housing allocations could accommodate gypsy and traveller pitches, but there is a deliverability question in terms of whether part(s) of those sites would be available for that purpose, and that it would inevitably reduce the amount of developable land for housing. This in turn would negate the Borough's ability to meet its own housing need.

Agreed Position

3.21. Havant Borough does not have any unmet need for gypsy and traveller pitches or travelling showpeople plots. However, its significant constraints affect its ability to meet its own development needs and the unmet needs from neighbouring areas, including for gypsies and travellers. It is however, acknowledged that there is a high need for gypsy and traveller accommodation in neighbouring areas, including East Hampshire.

3.22. Both Councils agree to liaise on gypsies and traveller accommodation and explore opportunities to deliver gypsy and traveller pitches.

Employment

Havant Borough Council

LPA	Plan period		Employment need	Employment supply	Surplus/ unmet need	Floorspace Surplus/ Shortfall after Reciprocation
Havant Borough Council	2022-2043 (21 years)	Total (industrial and warehousing)	146,213	148,930	+2,717	+2,717
		Total (office)	35,258	0	-35,258	-12,515 (-35,258 +22,743 from PCC)

3.23. The Council's Employment Land Review (ELR) 2024 and the ELR Addendum 2026 provide a robust assessment of the Borough's economic and employment development needs. It identifies an objectively assessed need figure of 146,213 sq. m of net new industrial floorspace over the plan period, which can be met by a small margin as shown in Table 2 above.

3.24. However, there is a lack of office sites promoted for development. The ELR notes that the office market has been challenging for a number of years and that developers are unwilling to invest speculatively in securing land allocations when they do not see a reasonable short-term development opportunity. Due to the lack of available sites for office development in the Borough, the ELR acknowledges that it

may be better to work with neighbouring authorities, particularly Portsmouth City Council to address office need.

3.25. Policy 7: Amount of Employment and its supporting text set an employment target, the supply of employment land and key findings of the ELR and its Addendum. However, due to the late receipt of the ELR Addendum, it was not possible to reflect the previously agreed transfers of employment land between Portsmouth City Council (PCC) and Fareham Borough Council (FBC) in time for publication of the Plan for consultation.

3.26. PCC originally agreed to provide a total of 31,261 sqm of employment floor space towards HBC's unmet employment needs. However, updated monitoring data resulted in a decreased surplus of employment floorspace, which is set out in the Main Modifications[9] to the Portsmouth's Local Plan. The updated surplus of employment floorspace is 22,743 sqm, which is entirely office floorspace. This contribution from Portsmouth reduces Havant Borough's unmet need for office demand under the high end growth scenario to 12,515 sqm; this has been calculated by subtracting 22,743 sqm from unmet office need in Havant of 35,258 sqm. This is set out in HBC's Statement of Common Ground with Portsmouth[10].

3.27. FBC has also confirmed there they are able to assist HBC with their unmet employment need and formally offered 19,973 sqm of floorspace towards Havant Borough's unmet employment need. This has been formalised as part of Statement Common Ground between the South East Hampshire Local Authorities, including FBC[11].

East Hampshire District Council

3.28. EHDC has completed updates to its Housing and Economic Development Needs Assessment (HEDNA) and Employment Land Review (ELR). However, it has not yet determined whether it can meet its own employment needs and therefore cannot currently confirm whether it has capacity to accommodate unmet needs arising elsewhere.

3.29. In August 2026, HBC wrote to EHDC which provided an update on its employment need and supply position. It confirmed that formal offers of assistance of employment floorspace from Portsmouth City and Fareham Borough had been received, and that there was no longer a formal ask for assistance from EHDC in respect of unmet employment need.

[9] https://www.portsmouth.gov.uk/sites/default/files/2026-09/FINAL_PLP_Main%20Mods%20V2.0.pdf
[10] Statement of Common Ground between Portsmouth City Council and Havant Borough Council (October 2026). Available at: https://www.havant.gov.uk/media/11320/download?inline
[11] South East Hampshire Statement of Common Ground (March 2026). Available at: https://www.havant.gov.uk/sites/default/files/2026-06/South%20East%20Hampshire%20Local%20Authorities.pdf

Agreed Position

3.30. HBC's position on employment need and supply is noted and no longer has an unmet employment position with transfers of employment land from PCC and FBC respectively. It is noted that HBC and PCC have agreed a number of proposed modifications to Policy 7 shown at Appendix 1 of in HBC's Statement of Common Ground with Portsmouth.

3.31. It is acknowledged that EHDC is in the early stages of preparing a Local Plan under the new plan making system. It is currently unknown whether EHDC will be able to meet its own disaggregated employment need, or the extent to which it can meet unmet needs from elsewhere through its Local Plan at this time.

3.32. EHDC and HBC will continue to work collaboratively together with neighbouring authorities to address employment need.

East Hampshire District Council's representations to the Havant Borough Regulation 19 Building a Better Future consultation

3.33. In September 2026, EHDC responded to Havant Borough's Regulation 19 Local Plan consultation which raised a number of matters, including housing (Policy 6), gypsies and travellers (Policy 43) and employment (Policy 7) which are addressed within this statement. EHDC also made a number of detailed comments related to thematic policies, notably Policies 5 (Green and Blue Infrastructure), 48 (Protecting Existing Community Facilities) and 57 (Sport and Recreation Facilities) – as a result, the two authorities have informally agreed a number of proposed modifications to the Plan.

4. Signatories

4.1. Both parties agree that this statement is an accurate representation of matters discussed and issues agreed upon.

4.2. Both parties agree that they have engaged positively on an ongoing basis.

4.3. Both parties agree that there are no substantial areas of disagreement between the parties relating to their respective Local Plans and will both continue to work proactively on the key strategic cross boundary issues identified in this SCG.

Signed:	Signed:
	David Hayward
Name: Cllr Angela Glass	Name: David Hayward
Position: Portfolio Holder for Regulation and Enforcement	Position: Strategic Planning Manager
East Hampshire District Council	Havant Borough Council
Date: 18/11/2026	Date: 19/11/2026